

|                         |  |
|-------------------------|--|
| <b>APPLICATION NO.</b>  | <a href="#">P18/S3944/HH</a> & <a href="#">P18/S3945/LB</a>  |
| <b>APPLICATION TYPE</b> | HOUSEHOLDER & LISTED BLDG. CONSENT   |
| <b>REGISTERED</b>       | 17.12.2018   |
| <b>PARISH</b>           | HENLEY-ON-THAMES   |
| <b>WARD MEMBER(S)</b>   | Ken Arlett, Kellie Hinton, Stefan Gawrysiak  |
| <b>APPLICANT</b>        | Mr Michael Sharp   |
| <b>SITE</b>             | 9 Gravel Hill, Henley-on-Thames, RG9 2EF.  |
| <b>PROPOSAL</b>         | Single storey rear extension and replacement of sanitary fittings internally. (Amended by plan 920.2 Rev B to remove the insertion of rooflights to the rear of the property). |
| <b>OFFICER</b>          | Marc Pullen  |

1.0 **INTRODUCTION**

- 1.1 This application is referred to the Planning Committee as a formal call-in has been made by Councillor Lorraine Hillier.
- 1.2 These applications were deferred from the previous committee meeting for a site-visit.
- 1.3 The application site (which is shown on the OS extract **attached** as Appendix 1) contains a two-storey Grade II listed property. The sits in a terrace of buildings which extend out of Henley-on-Thames, within the Henley Main Conservation Area.

2.0 **PROPOSALS**

- 2.1 The applications [P18/S3944/HH](#) & [P18/S3945/LB](#) seek planning permission and listed building consent for a single storey extension to 9 Gravel Hill. The proposed extension would be mostly to the rear and partially to the side of the property.
- 2.2 These applications have been subject to a number of revisions and additional information being submitted to justify the impact upon the listed building. Amended plans were submitted to omit the rooflights within the roof, following concerns raised by the Conservation Officer.
- 2.3 Reduced copies of the plans accompanying the application are **attached** at Appendix 2. Full copies of the plans and consultation responses are available for inspection on the Council’s website at [www.southoxon.gov.uk](http://www.southoxon.gov.uk)

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Henley-on-Thames Town Council – Object**

- Unneighbourly; overlooking and the bulk of the proposal would intrude into the neighbour’s garden. There would be light pollution created as a result of the rooflights in the proposed dining area.

**Neighbour Object (3)**

- Light pollution caused by proposed glazing
- There are no parking spaces in the vicinity of No. 9 Gravel Hill
- Disruption caused by any subsequent work, daily nuisance
- The addition of an en-suite bathroom to bedrooms 1 and 2 poses a potential significant risk to the structural integrity of No. 7 Gravel Hill
- Extended aspect of slate roof would degrade the natural light available to neighbouring No. 7 Gravel Hill in the evenings

- The extension is not in keeping with the historic character and setting of the terrace of listed buildings on Gravel Hill
- Extension would spoil the setting of a historically significant group of medieval houses
- The extension would be particularly overbearing, intrusive and enclosing on No. 11 Gravel Hill
- Concern regarding the habitability of neighbouring properties as a result of noise pollution and the unsightly and unnecessary structural addition to what are some of the oldest buildings in central Henley

**Henley Archaeological & Historical Group - Object**

- Proposed extension into the garden of neighbour still remains despite the owners not having agreed to the essential land swap
- Further extensions to 9 Gravel Hill would harm the property and the setting of neighbouring 11 Gravel Hill
- Overdevelopment of a very small plot
- Cause light pollution and be detrimental to the quiet enjoyment of the lives of close-by neighbours

**Conservation Officer (South)** – No strong views subject to conditions, following amendments

**The Henley Society (Planning)** – Object

- Adverse impact that the extension would have on the structure of the building and on residents of No. 11 Gravel Hill
- There has been no agreement for the land-swap

**Historic England (South East)** – No strong views

- On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.

**4.0 RELEVANT PLANNING HISTORY**

**4.1 [P18/S1963/LB](#) & [P18/S1960/HH](#) - Withdrawn (25/06/2018)**

Single storey rear extension , internal alterations and insertion of roof lights to main rear roof

**[P96/S0239](#) & [P96/S0240/LB](#) - Approved (25/07/1996)**

Demolition of lean-to single storey kitchen and outbuilding and construction of single and two storey extension. (As amended by plan reference 1516/02A accompanying agent's letter dated 21.6.96).

**5.0 POLICY & GUIDANCE**

**5.1 National Planning Policy Framework & National Planning Practice Guidance**

**5.2 South Oxfordshire Core Strategy 2012 policies;**

CS1 - Presumption in favour of sustainable development  
CSEN3 - Historic environment  
CSQ3 - Design  
CSS1 - The Overall Strategy

**5.3 South Oxfordshire Local Plan 2011 policies;**

CON2 - Extensions to listed buildings  
CON3 - Alteration to listed building

CON5 - Setting of listed building  
CON7 – Development in a conservation area  
D1 - Principles of good design  
G2 - Protect district from adverse development  
H13 - Extension to dwelling

- 5.4 **Joint Henley and Harpsden Neighbourhood Plan**  
EO5 – New development to respond to local character  
DSQ1 – Local character

5.5 **South Oxfordshire Design Guide**

6.0 **PLANNING CONSIDERATIONS**

- 6.1 The main issues in the consideration of the planning application are;
- Impact on character and appearance of property and the character of the conservation area
  - Impact on special historical or architectural qualities of the listed building
  - Impact on neighbour amenity
  - Other material considerations

The main issue in respect of the listed building application is;

- Impact on special historical or architectural qualities of the listed building

**Impact on character and appearance of the property and the character of the conservation area**

- 6.2 The Council's development plan policies seek to ensure that new development, including extensions to existing properties, draws from and/or respects existing local character and design. The Joint Henley and Harpsden Neighbourhood Plan (JHHNP) advises that all new development should be sensitive and make a positive contribution to the local character of the area.
- 6.3 The South Oxfordshire Design Guide (SODG) is a useful tool when considering the impact that proposed extensions might have on dwellings. Section 6 of the SODG advises that all extensions to properties look to respond to and respect the character and appearance of the area, use simple, uncomplicated building forms which complement and co-ordinate with the scale, form and massing of the original dwelling and ensure that the original building remains the visually dominant element.
- 6.4 Policy H13 of the South Oxfordshire Local Plan (SOLP) applies to development proposals to extend dwellings. This policy seeks to ensure that all new extensions are of a scale and design which is in keeping with the character of the dwelling and the site and with the appearance of the surrounding area. The extension should ensure that there would be no amenity harm to those living in nearby properties and would not be tantamount to the creation of a separate dwelling.
- 6.5 As the site lies within the Henley Main Conservation Area, Policies CSEN3 of the South Oxfordshire Core Strategy (SOCS) and CON7 of the SOLP apply. These policies seek to conserve and enhance historic heritage assets, such as conservation areas and listed buildings, for its historic significance and important contribution to local distinctiveness, character and sense of place.
- 6.6 The proposed development constitutes a modest single-storey addition to the rear of the property, which wraps around from the rear to the side of the property. The extension is simple in form and would be approximately 2.9 metres in height, with a

shallow roof which would be glazed along the western elevation and slate to the rear. The extension would be finished in rendered brickwork, white in colour and glazed doors along the western elevation with a set of doors and a window to the rear.

- 6.7 The extension would make a modest addition to the property, which does not overwhelm or compromise the plan form or appearance of the dwelling. The extension would adopt materials to match the existing dwelling with white render and slate roofing tiles. The aspect of glazed roofing is not considered incongruous to the property or indeed the residential character of the area, with numerous windows and openings present along the rear of these properties. The visual impact of the proposed extension would be contained to the rear of these properties and wider views from the conservation area would not be possible. In officer's view, the proposed extension is not considered to be harmful to the conservation area or the wider character and appearance of the area. As such, officers are satisfied that the proposed extension would conserve the conservation area for its historic significance and character.

#### **Impact on special historical or architectural qualities of the listed building**

- 6.8 The property is a grade II listed building, listed in 1974. The extension would enlarge and alter the listed building. The National Planning Policy Framework (NPPF) requires local planning authorities to apply great weight to the conservation of any heritage asset and any harm to, or loss of, the significance of a designated heritage asset should be avoided unless justified.
- 6.9 The conservation officer has no in-principle concerns with the proposed ground floor extension. The planning history shows that the subdivision of White Cottage into fully separated dwellings of Nos. 9 and 11 Gravel Hill dates from 1961 when the front door to No. 9 was inserted and the garden boundaries were defined by a fence. The proposed extension builds on the 1996 lean-to addition and does not overwhelm the footprint of the listed building. Internally a number of walls are proposed for removal to open up the rear ground floor space. Further assessment was required by the conservation officer about the historic significance of any internal historic fabric to be lost as a result of this.
- 6.10 At some point after the 1961 alterations, likely prior to the listing of the group consisting of Nos. 9-17 (odd) along Gravel Hill in 1974, the boundaries were altered again. Up until the changes to the Planning Acts in the 1980s, these boundaries would not have required planning permission to be redefined with fences. As such, the Conservation Officer does not consider that this relatively modest change would harm the setting of the listed buildings or the character and appearance of the conservation area. The conservation officer has no objection to the minor alteration shown on the plans and the use of close boarded fencing, subject to other planning considerations.
- 6.11 Following the submission of the Heritage Statement, the conservation officer raised concerns regarding the insertion of new rooflights and the impact on the historic timbers in the roof. The conservation officer considers the roof structure to be of high significance and the insertion of the rooflights would be inappropriate as they would harm the historic interest of the roof. The bedroom area is adequately lit by the existing window and the small bathroom could be lit artificially as this is not a main room within the house. Ventilation will be necessary not only for building regulations but to ensure that moisture does not compromise the historic fabric given the bathroom use. This would be possible with a small mechanical vent connected to the light switch and exited through a simple vent tile eliminating any impact to the historic rafters and roof structure.

- 6.12 Following revisions to the plans, removing the rooflights, the Conservation Officer considers the development to be acceptable. Conditions are requested to agree details of the type and installation details for mechanical ventilation of the bathroom and the method for raising the ceiling height and finish to attic room.

**Impact on neighbour amenity**

- 6.13 The council's policies and guidance seek to ensure that extensions to dwellings would not be harmful to the amenity of occupiers living in neighbouring properties. The South Oxfordshire Design Guide (SODG) advises on the suggested proximity between new residential development and existing properties in order to assess the level of impact.
- 6.14 The proposed extension would be sited along the boundary to No. 11 Gravel Hill. The existing relationship is quite intimate. The application seeks to change the curtilage of both Nos. 9 and 11 Gravel Hill through a land swap. The planning use would not be affected by the change. The garden area of No. 11 Gravel Hill would become more linear and approximately the same size as existing. The extension is not considered to result in any adversely overbearing impact on this neighbour, indeed their garden area would be freed up with the existing boundary fence being moved further away from the rear of the property. The use of glazing along the western elevation would not provide any views directly into this neighbour's garden as the glazing would be beyond the new site boundary and trellising. The height of the glazed roof would be approximately 1.9m from ground floor level, which would not allow for views into this neighbour's garden. In officer's view, the proposed extension would not compromise the amenity of any of the other immediate neighbours, including Nos. 7 and 13 Gravel Hill.
- 6.15 Officers do not consider that the light spillage caused by this development would be materially harmful to the amenity of neighbours, beyond that of any other property in the vicinity with glazing that faces to the rear or side. Internal lighting is a matter that cannot be controlled by the planning process and is highly dependent on the user of the property. In such a high-density residential area, the light spillage and indeed any increase in noise would not be unreasonable or result in a drastic change to the existing circumstances. The construction of the extension would likely result in some disruption locally, but this is expected for any new development in this area of high-density built form and this disruption would not be significant. It is not uncommon and certainly does not seem out of place within the centre of the town. Officers do not consider the proposal would result in any material harm as a result of light or noise.

**Other matters**

- 6.16 Community Infrastructure Levy - The Council's Community Infrastructure Levy (CIL) charging schedule has applied to relevant proposals from 1 April 2016. CIL is a planning charge that local authorities can implement to help deliver infrastructure and to support the development of their area and is primarily calculated on the increase in footprint created as a result of the development or net gain of residential use on site. In this instance the net increase in floorspace does not exceed 100 square metres and therefore a CIL charge would not be applicable.
- 6.17 Land ownership - There has been dispute regarding the agreement to swap land in order to facilitate the proposed development. The applicant has signed Certificate B of the application form, having served notice on The Henley and District Housing Trust Ltd that the proposed development would affect land in their ownership. This is contested by the Trust. Regardless, the issue of land ownership and any agreement between parties is not a material planning consideration and as such no weight can be given to local objection on this matter.

- 6.18 Conditions – The application plans illustrate the proposed materials, which officers consider to be acceptable. Given the scale of the proposed extension and the use of similar materials, officers do not consider it reasonable to require samples to be agreed prior to development commencing. The Conservation Officer seeks details to be agreed, as above, and officers are satisfied that these conditions are reasonable and necessary to ensure that the works to the listed building are not harmful to the special historic and architectural interest of the building. In accordance with the Town and Country Planning, England The Town and Country Planning (Pre-commencement Conditions) Regulations 2018 Section 100ZA (6) of the Town and Country Planning Act 1990(a) all prior to commencement conditions have been agreed prior to the grant of planning permission.

7.0 **CONCLUSIONS**

7.1 [P18/S3944/HH](#)

Planning permission should be granted as the proposal complies with the relevant Development Plan Policies. Subject to the attached conditions the proposed development would not be harmful to the character and appearance of the site the surrounding area, the Henley Main Conservation Area and would not adversely harm the amenity of neighbours.

7.2 [P18/S3945/LB](#)

Listed building consent should be granted. Subject to the attached conditions, the proposed works to the dwelling would not harm the historic or architectural qualities of the listed building.

8.0 **RECOMMENDATIONS**

8.1 [P18/S3944/HH](#) – To grant Planning Permission subject to the following conditions

- 1 : Development to commence within three years of permission being granted
- 2 : Development to be implemented in accordance with approved plans
- 3 : Development to be constructed using materials as specified on plans

8.2 [P18/S3945/LB](#) – To grant Listed Building Consent subject to the following conditions

- 1 : Works to commence within three years of permission being granted
- 2 : Works to be implemented in accordance with approved plans
- 3 : Works to be constructed using materials as specified on plans
- 4 : Works not to commence until details of mechanical bathroom ventilation and methodology of raising and finishing ceiling in attic room have been submitted to and approved by the Local Planning Authority.

**Author:** Marc Pullen  
**Contact No:** 01235 422600  
**Email:** [planning@southoxon.gov.uk](mailto:planning@southoxon.gov.uk)